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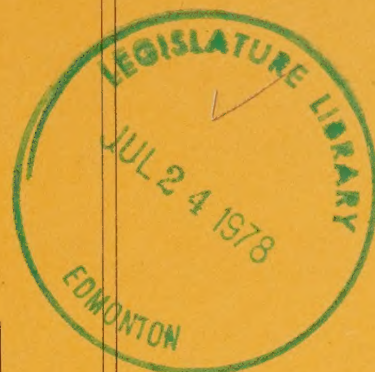
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Planning Report - Town of Tofield 1953.



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PLANNING REPORT

TOWN OF TOFIELD

1953

OFFICE OF DIRECTOR OF TOWN & RURAL PLANNING
DEPARTMENT OF MUNICIPAL AFFAIRS

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TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	
II. REGIONAL BACKGROUND	
Agriculture - - - - -	2
Mineral Production - - - - -	5
Service Centres - - - - -	5
Summary - - - - -	7
III. POPULATION	
Population Growth and Trends - - - - -	9
Analysis of Population - - - - -	9
Future Population Trends - - - - -	10
Summary - - - - -	11
IV. THE TOWN AND ITS PEOPLE	
Town Organization and Finances - - - - -	12
Hospital - - - - -	13
School - - - - -	14
Churches - - - - -	14
Social Agencies - - - - -	15
Summary - - - - -	16
V. LAND AND LAND USE	
The Site - - - - -	17
Land Use - - - - -	17
Agricultural and Vacant Land - - - - -	18
Residential Land - - - - -	18
Commercial Land - - - - -	19
Industrial Land - - - - -	19

V. (continued)

Public Open Space - - - - -	20
Public and Quasi-Public Buildings - - - - -	20
School and School Site - - - - -	20
Summary - - - - -	21

VI. STREETS, SERVICES AND TRAFFIC

Street System - - - - -	22
Traffic Circulation - - - - -	22
Parking - - - - -	23
Streets and Services - - - - -	23
Summary - - - - -	24

VII. STATEMENT OF THE PROBLEMS

Land Use - - - - -	25
Water and Sewer Systems - - - - -	25
Streets - - - - -	25
Traffic and Parking - - - - -	25
Finances - - - - -	25

VIII. THE GENERAL PLAN

Planning Proposals - - - - -	26
Proposed Land Use Plan - - - - -	26
Residential Uses - - - - -	26
Commercial Uses - - - - -	27
Industrial Uses - - - - -	27
Zoning Regulations - - - - -	27
Proposed Public Improvements - - - - -	28
Utilities - - - - -	28
Through Traffic - - - - -	28
Local Traffic - - - - -	28

CHAPTER	PAGE
VIII. (continued)	
Parking - - - - -	29
Local Streets - - - - -	29
Sidewalks - - - - -	29
Planning Program - - - - -	30

APPENDIX

I. INTRODUCTION

The history of the Town of Tofield has much in common with other Alberta towns which had their origin in the pioneer era.

The name "Tofield" was first applied to a post-office which was established a mile east of the location of the present townsite. With the influx of homesteaders after 1900, a hamlet rapidly grew up around the post-office, and was incorporated as a village in 1907. In the next year, however, the line of the Grand Trunk Pacific was built through the area, and the entire village moved to the new location on the railway. Tofield was incorporated as a town, with a population of about 400 persons, in September 1909.

The building of the railway and early natural gas and coal discoveries made Tofield's future appear bright. Large amounts of land in excess of actual needs were subdivided and sold, and an optimistic program of public improvements was financed by a large debenture issue. When the boom collapsed, the town was saddled with much tax delinquent vacant land and a high per capita debt. After 1911 there was a rapid decline in population followed by alternate periods of stability or slow increase, a condition which lasted until after World War II. During this time the bulk of public revenues went to paying service charges on the debenture debt, and there was little new public or private investment in the town.

At the present time the outlook of the townspeople and businessmen is more optimistic than it has been in the past. The general economic prosperity of the province has been reflected in the town, which is now looking forward with more confidence to the future.

Tofield will find the key to the future in the past and present. This report sets out to analyze past and present trends and existing conditions, and from this information to determine the problems with which the town will be concerned in guiding its future development in an orderly, economical and convenient manner. The report concludes with the presentation of a general plan and some suggestions on its administration.

INTRODUCTION

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II. REGIONAL BACKGROUND

Tofield is located some 46 miles southeast of Edmonton on Highway 14 and the Canadian National Railways mainline. It occupies portions of Townships 50 and 51, Ranges 18 and 19, West of the Fourth Meridian.

The town is a market center in a predominantly agricultural area. As such it is both a product of and an influence upon the surrounding district. It has developed as a central place in which farm products may be marketed, and the various business enterprises of the town cater to the needs of the farming community. The further development of Tofield will be much influenced by changing conditions in the agricultural economy of the surrounding region.

AGRICULTURE

Agricultural activities are influenced by physical and economic factors. The physical factors are of a restrictive nature. Thus conditions of climate, soils, and surface configuration are limiting factors in the kinds and amount of crop and livestock production possible in any area.

Climatic data are not available for the Town of Tofield, but records of observations made at such places as Edmonton, Camrose and Wetaskiwin give some indication of conditions in the Tofield district. The climate is characterized by moderately warm summers and relatively cold winters. The chinook belt lies some distance to the south, so that there is generally a snow cover on the ground throughout the winter. Summers are relatively short, but the long, warm summer days permit rapid plant growth.

The Tofield area has a semiarid climate. However, the seasonal distribution of precipitation is fortunate from the agricultural point of view. A great part of the winter precipitation is lost by evaporation during the winter and during the spring run-off, so that the moisture falling during the growing season and the previous fall is the most effective for crop production. The amount occurring during these two periods comprises over three-quarters of the total.

There is a fairly wide annual variation in precipitation, but drought conditions are relatively infrequent. There are some years when wet weather in the fall hinders harvest operations, but studies at the University of Alberta indicate that over a 26-year period only three years were too wet for satisfactory harvesting and six years were only fair, while seventeen were good years.

Since the land around Tofield is fairly level, there are no very obvious local climatic variations due to uneven topography.

In this region the surface water supply is limited. The streams and scattered sloughs are filled with water after the spring run-off, but by mid-summer they are often quite dry. Beaverhills Lake has a fairly large area but it is shallow and fluctuates in depth from year to year. Wells tap underground water supplies, but the water is usually rather saline for most uses. Some of the farms in the area have their own water projects, mainly for stock-watering purposes.

This is a mixed farming area producing livestock and grains. The latter includes chiefly wheat, oats, and barley. In Census Subdivisions 486 and 487, which comprise the area within 10 to 20 miles of Tofield, about half the land is classed as improved, and from 35 percent to 40 percent is actually in field crops during the growing season. The acreage of improved land is constantly increasing while there has been a continual reduction in wooded land since the area was first settled. ¹

The natural vegetation cover of the region was parkland - prairies of tall grass interspersed with areas of shrubs and forest. In this transition zone between the forests to the north and west, and the sparse grassland to the south and east, there have developed very fertile, dark colored soils. These are generally similar throughout a large triangular area lying between Olds, Westlock, and Lloydminster, but there are significant differences from place to place which are related to differences in parent material, surface configuration, and drainage.

Agricultural statistics for Census Subdivisions 486 and 487 give some indications of differences in farming between the rougher, wooded land west of Tofield and the more level and open land to the east. There is a considerably greater area of grain, especially wheat, in C.S. 486 than in C.S. 487. ² This is a reflection of the more level land and the better soils in the former area.

It is more profitable to grow wheat on the good soils, and the acreage in wheat in that area is equal to the combined acreages in coarse grains. Less favourable soils and moisture conditions in C.S. 487 limit the growth of wheat more than that of barley and oats so that the acreage in wheat is only about half the combined acreage in coarse grains.

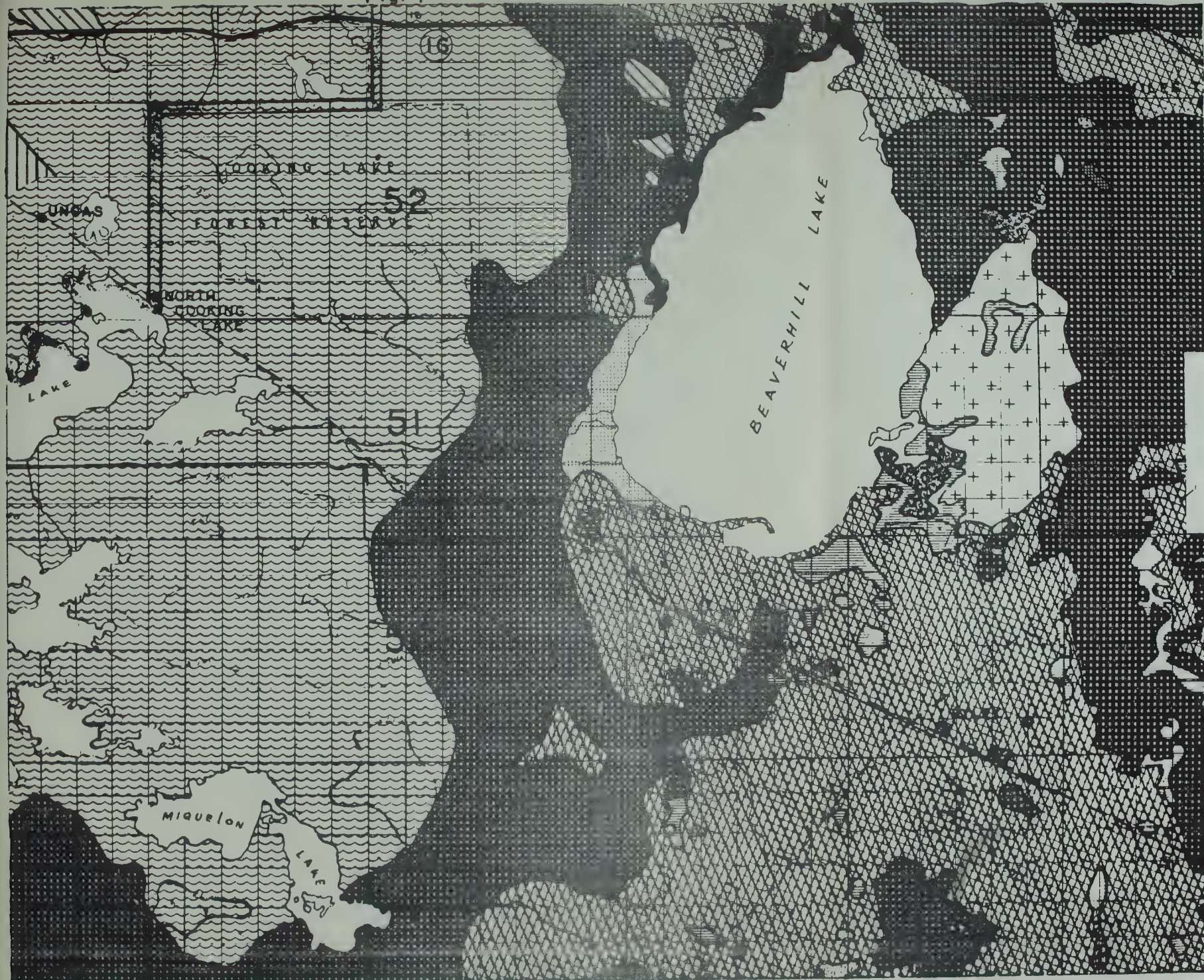
The accompanying soils map, Fig. 1, indicates these soil differences which affect land use and crop production in the Tofield area. The map is taken from an unpublished reconnaissance map made a number of years ago before much of the present soil terminology was in use. However, a comparison of this map with the Peace Hills Soils map, which covers a large area to the south, indicates that the "loam" on the Tofield map is the same as the Beaverhills loam and the Angus Ridge loam mapped farther south. These two are more or less typical black soils differing slightly in topographical position and drainage. The Beaverhills loam is found on well drained undulating to hilly land while the Angus Ridge loam is found on more level and less well drained land. The area covered by these two fertile soils is rated by the soil surveyors as good to excellent arable land.

The "loam hardpan" soils of the Tofield map appear to be the same as the Camrose loams of the Peace Soils Map. These soils occur on level to gently undulating land which has poor to fairly good drainage. The Camrose loams, which have been developed from salty parent materials, are not quite so good soils as the Beaverhills and Angus Ridge loams. One reason is that there is a hard subsurface layer which is practically impervious to water seeping downward from the surface; during heavier rains this tight clay layer absorbs water very slowly and the upper soil may become so wet that it actually flows. This removal of the surface soil exposes the subsoil which is less fertile and harder to cultivate.

1. see Appendix, Tables I and II

2. see Appendix, Tables III and IV

Fig. 1



SOILS

IN THE TOFIELD AREA

LEGEND -----



GREY WOODED



LOAM



LOAM HARDPAN



FINE SANDY LOAM



PEAT



CLAY FLAT



SILT LOAM



HARDPAN



CLAY LOAM

The soils of the rough, wooded area west of Tofield are part of an island of grey wooded soils located in the central part of the black soil zone. Farming in this area involves extensive clearing of land so that it is less favorable to settlement than the more open land around Tofield and to the south and east. Moreover, the grey wooded soils are less fertile than the black soils and not suitable for the same type of farming as the latter. They will not stand up under constant grain growing, but will support mixed farming emphasizing production of livestock and fodder crops.

As might be expected, statistical data indicate a greater number of livestock in proportion to crop area in C.S. 487 than in C.S. 486.³ The livestock raised are chiefly cattle and swine. Cattle, especially beef cattle, are increasing in numbers in the Tofield district. Along with this there has been an increase in pasture land and in production of hay and fodder crops. There are ten stock breeding units within ten miles of Tofield, and at least two of these specialize in the raising of registered breeds famous throughout the province.

There is some dairy farming in this district, although it is not an intensive dairying area. Recently there has been a slight decline in milk and cream production. The Tofield creamery collects milk and cream from an area which extends northward to Highway No. 16, westward to Cooking Lake, southward to slightly beyond Kingman, and eastward to around Ryley. The local farmers generally bring in their cream on their regular visits to town. The rural mail delivery also takes up cream along its route. Recently the creamery has lost some business because the producers send their cream to Edmonton where there are better facilities for processing. Butter is produced and distributed locally. The creamery collects milk in sufficient quantity to serve the town.

Farming in the Tofield area is experiencing the same changes which are occurring generally in Alberta. Farming is becoming more and more mechanized. Agricultural statistics indicate a steady decline in the number of horses and a corresponding increase in the number of tractors, trucks, and automobiles. The data for C.S. 486 and C.S. 487 also show that the number of temporary farm workers diminished greatly between 1936 and 1946.⁴ Data for 1951 are not yet available, but information from the Department of Agriculture indicates that the number of temporary workers has continued to decline. There has been a similar but less rapid decrease in the number of permanent farm employees and members of farm families working on farms.

At the same time that the farm labor force has grown smaller, the use of more machinery and power equipment has enabled this smaller force to increase the area of improved land and the amount of agricultural production in both C.S. 486 and C.S. 487. The data for C.S. 487 indicates a definite trend towards larger farms. There is an increase in the number of farms which are over 200 acres in size and a decrease in the number of smaller ones. There is a similar trend in C.S. 486, although it is less marked.⁵

The recent changes in agriculture together with the greater attraction of other economic activities largely located in urban centres have resulted in a general decrease in rural population in recent years. Data for C.S. 486 and C.S. 487 indicate a decline of nineteen percent during the period from 1941 to 1951. The growth and recent decline of rural population in these two subdivisions is shown on the accompanying chart. (Fig. 2)

3. See Appendix, Tables V and VI

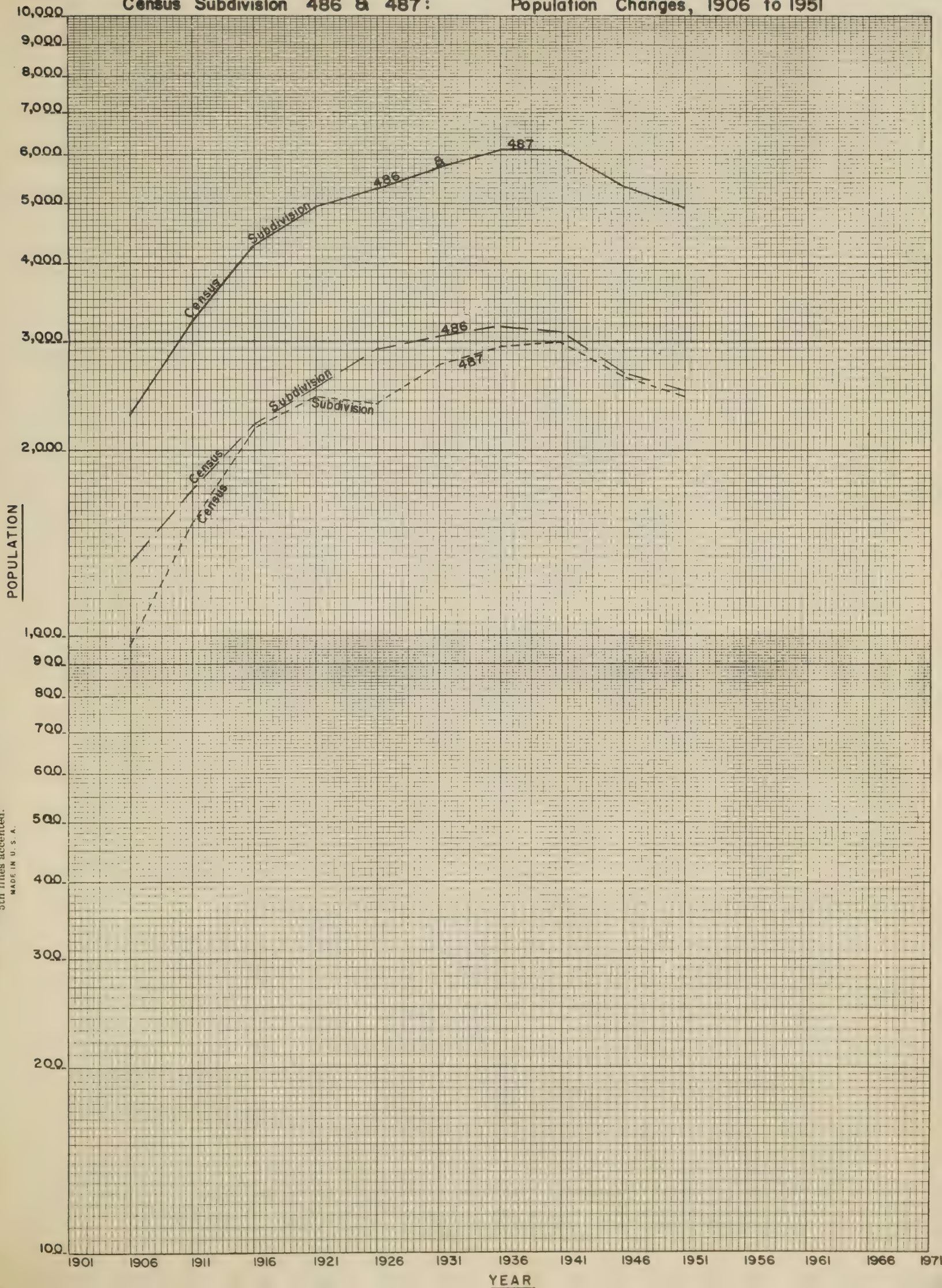
4. See Appendix, Tables VII and VIII

5. See Appendix, Tables IX and X

Fig. 2

Census Subdivision 486 & 487:

Population Changes, 1906 to 1951



MINERAL PRODUCTION

Although the economy of the Tofield district is predominantly agricultural, there is a small amount of coal mining carried on. The Edmonton bedrock formation which underlies this area consists of fine sandstone, shales, and coal. The coal is a sub-bituminous type which is not the highest quality nor the most efficient fuel, but it is mined in several places. There is a strip mine a mile south of Tofield and three or four mines operating near Dodds about ten miles to the southeast.

At Tofield the amount of overburden is slight, and the coal can be mined easily. At one time the mine employed over a hundred men and shipped out a trainload of coal a day. Now there are only seven or eight men working at the mine. The coal is still mined and loaded manually since the work is not on a large enough scale to warrant the use of heavy machinery.

Mining activities have diminished greatly in recent years as the competition of gas and oil has drastically reduced the market for coal, especially from small mines such as the ones which have operated around Tofield. The extent of the coal market has been diminished by increasing shipping costs so that it is now limited to the local area in which the farmers go to the mine and dig and haul away the coal themselves. Even this market is seriously threatened by the growing use of bottled gas. It is not unlikely that the coal mines in this area will be forced to cease operations before long. This will have little effect on Tofield since only a few persons in town work at the mine.

There are some proven natural gas reserves in the area, but these are not likely to be brought into production within the near future. Tofield is about fifty miles from the Viking-Kinsella gas field and is served from that field by Northwestern Utilities. This firm maintains the head office for its Viking-Kinsella distribution area in Tofield.

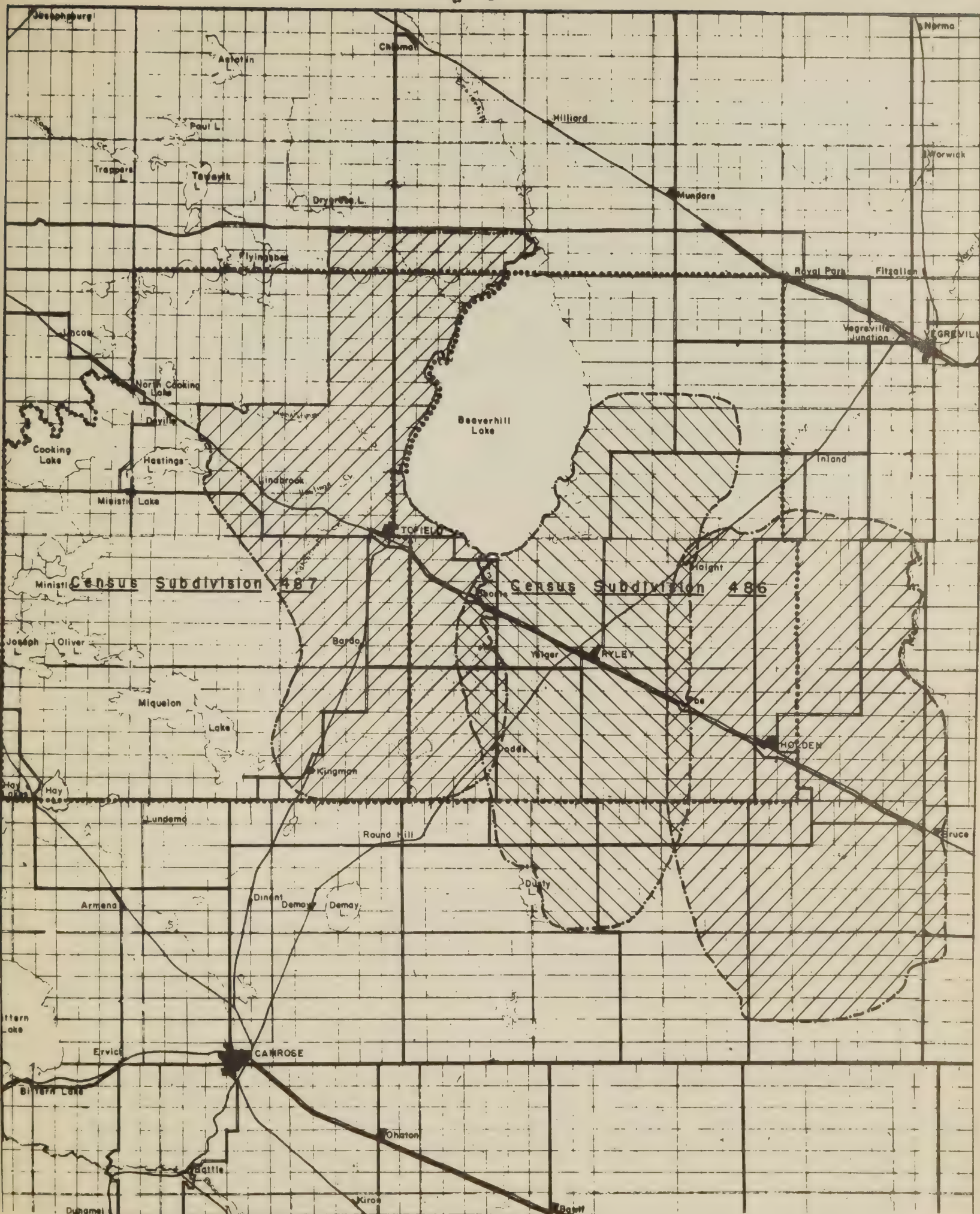
No oil has been discovered in the immediate vicinity of Tofield. The nearest fields are the Joseph Lake and Armena fields about twenty miles to the southwest.

SERVICE CENTRES

A series of market centres has developed along the railways in this area. North Cooking Lake, Shonts, Poe, Bruce and Torlea on the C.N.R. mainline and Kingman, Dodds and Haight on branch lines are small hamlets which have very few commercial facilities besides grain elevators, general stores, and service stations. Tofield, Ryley and Holden are three larger market centres which are similar in size and function. They offer a much greater variety of economic and social services than the hamlets, so that although the latter have a few central functions, they are parts of a service area of the larger centres in regard to most activities. These service areas are outlined on Fig. 3 - which also shows the main roads. The service areas are based on the functions which are common to the three towns.

Tofield, Ryley and Holden have similar transportation and communication facilities. All are located on the C.N.R. mainline and on Highway No. 14. Although the countryside is crisscrossed by a grid of roads and road allowances, there are relatively few good gravelled roads. Some of the

Fig. 3



SERVICE AREAS OF TOFIELD, RYLEY & HOLDEN

LEGEND --- BOUNDARIES OF SERVICE AREAS --- BOUNDARIES OF CENSUS SUBDIVISIONS

best of these lead from north and south into each of the three towns. The extent of the service area of each town is dependent, to an important degree, upon the extent of the area served by good roads which lead into that town. The road system permits farmers to take advantage of the services offered by the town and permits such services as rural mail delivery and school buses to reach out into the country.

Each of these three towns provides a market for agricultural products. In regard to grain, their service areas are smaller than those shown on the map because the elevators in each of the hamlets serves a small area which is closer to the hamlet than to the larger centre. Other farm products are generally taken to the larger places. Mention has been made of the marketing facilities for milk and cream. The towns themselves consume the greater part of local production, but a certain amount is shipped to Edmonton. Most farms in this district raise poultry, and Tofield, Ryley and Holden provide markets for eggs and poultry as well as having egg grading stations and cold storage lockers. In connection with the locker plant in Tofield there is a small slaughter house used by some of the farmers within the town's service area. Many of the livestock raised in the area served by Tofield, Ryley and Holden are taken into the towns for shipment via rail or truck to Edmonton packing plants.

With the mechanization of farming, sales agencies for farm machinery have located in nearly every urban centre. Many a very small place has an implement dealer or a garage which also sells implements, but the larger centres such as the three under discussion offer a variety of products and competing services. This choice, especially when combined with other advantages mentioned here, very often makes these places more attractive to a farmer than the hamlets, even though the latter may be much closer to his farm. Tofield, for example, has seven establishments handling farm machinery, so that a farmer has a wide range of brands and models and dealers from which to choose. Since many modern farm machines are power operated, the location of fuel outlets has become important to the farmer, and the choice in regard to gasoline and bulk oil services available in the larger centres is an attractive force. Referring again to Tofield, there are in the town five garages and service stations, providing a variety of products and services.

In a region in which agriculture is on a commercial basis and is carried on with extensive use of machinery, there is a great need for financial services for farmers. Commercial banks are very important institutions which make loans to farmers to meet various agricultural needs, and the presence of branch banks in Tofield, Ryley and Holden adds to their importance as farm centres.

Almost every little urban settlement has some sort of retail store, but the function of the store in the hamlet and cross-roads centre has changed with the advent of automobiles and good roads. Such stores now serve only the day-to-day needs for a few standardized and packaged products. Centres the size of Tofield, Ryley or Holden have several general stores and some specialized retail stores such as hardware stores, drug stores, and men's wear and women's wear stores.

These towns also have some professional and personal services. Tofield, for instance, has three doctors (two in the municipal hospital), a lawyer, two barbers, a hair dresser, a laundry and dry cleaning establishment.

Commercial amusement is available in the form of pool rooms and bowling alleys. Recreational facilities are not elaborate, but the towns maintain facilities such as curling rinks and ball diamonds which are the focus of sports in which both townsfolk and farmfolk participate.

In many towns which are larger than Tofield, Ryley or Holden social organizations are wholly urban, but in these towns the membership of such organizations as churches and clubs is partly urban and partly rural, although much of the activity of the groups centres on the towns.

Since the three towns are market centres of similar size and function located within an area without gross variations of economy and natural environment, it is not surprising that their service areas are similar in extent. However, these towns are not entirely alike; for each has an important function not found in the other two. On the basis of these functions there might be outlined three overlapping service areas, one centering on each of the three towns (See Fig. 4 Administrative Areas).

Tofield is the centre of Tofield Hospital District No. 47. Fig. 4 shows the area within the district. It will be noted that Ryley and Holden are not in the Tofield Hospital District or any other hospital district. They lie in an area surrounded by the Tofield, Camrose, Viking and Vegreville Hospital Districts. Residents of this area generally use the facilities of the nearest hospital. People from Ryley usually go to Tofield and those from Holden go to Viking.

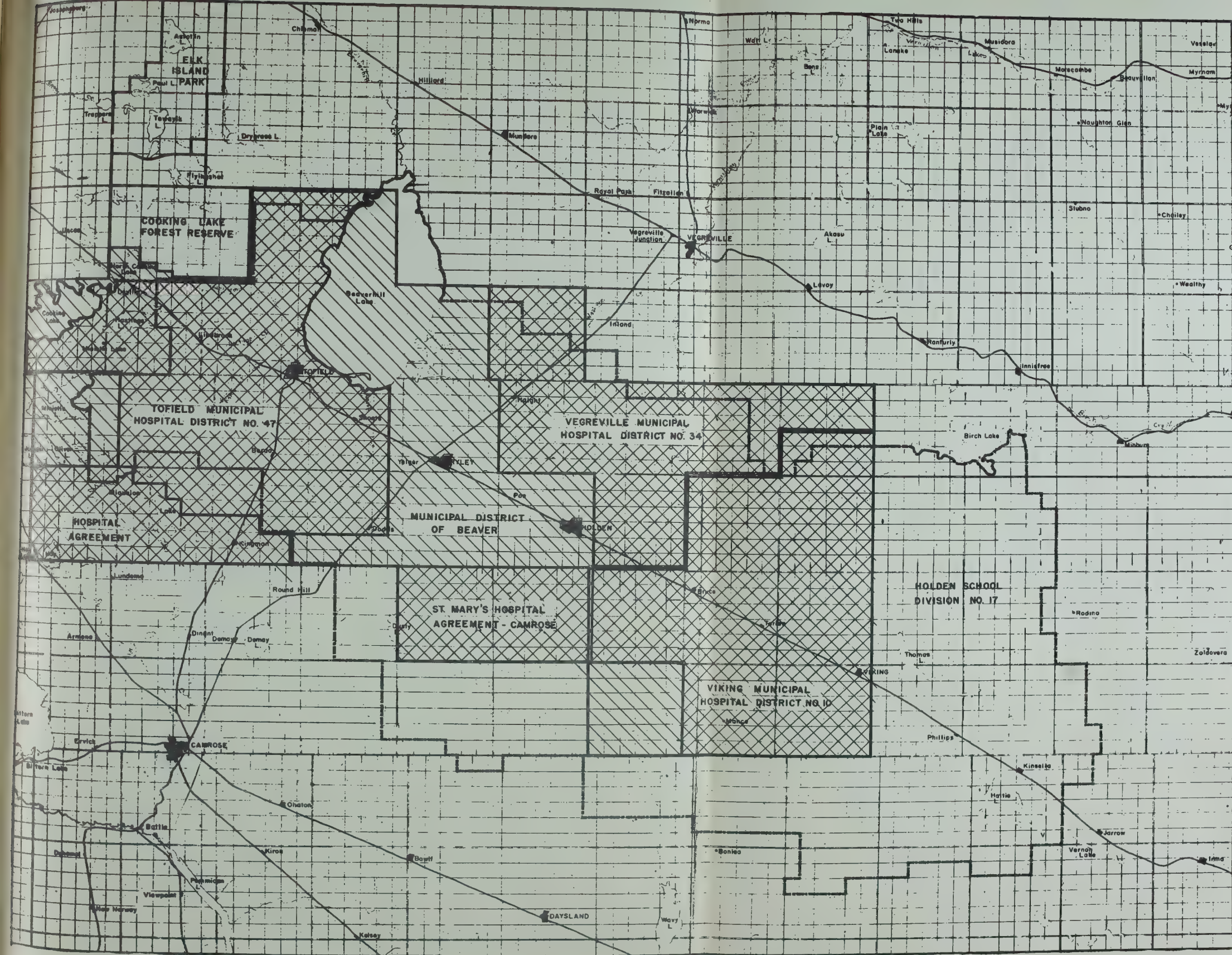
Ryley is the centre of the rural municipality which includes most of the service areas of Tofield, Ryley and Holden. The administrative offices and the equipment yard of the Municipal District of Beaver No. 73 are located in Ryley. Thus local government is focused on the second of the three towns.

Finally, Holden is the centre of the Holden School Division which includes a large area southeast of Holden, as well as most of the Ryley and Tofield service areas. At Holden there are the administrative offices of the school division and the main central high school with dormitory facilities. There is also based at Holden a rural Health Unit from which clinics go out to visit every school in the division once each month.

SUMMARY

This survey of the regional background to Tofield's development indicates several important trends. Tofield is a secondary center in a prosperous agricultural area which is also served by the similar centers of Ryley and Holden. Agriculture is the primary base for the economy of all three centers. No other resources have so far played any important part in the maintenance of the towns, nor are there any present indications of agriculture losing its dominant position.

The agricultural area has been comparatively long settled. Farm development within the area has had time to adjust to local variations of soil and topography, and changes which occur in the future will be the result of outside economic forces rather than changes of adaptation of the area's own characteristics. While rural population is slowly decreasing, the total farm production and the size of farms is increasing, with the net result



ADMINISTRATIVE AREAS

that there is a slow general rise in agricultural prosperity that will be reflected in the economy of the towns.

Each of the three towns is the focal point in the activities of one of the three basic public institutions in rural Alberta - local government, public education, and hospital services. The centralization of these institutions in three different towns has meant that no one of the towns has acquired a dominant function which would greatly differentiate it from the other two.

III. POPULATION.

This chapter is an analysis of the past population growth and trends of the three centres, Tofield, Ryley and Holden, and the district in which they are located; an analysis of the population of the centres themselves; and finally a projection of future trends.

POPULATION GROWTH AND TRENDS.

Figure 5 shows the population curves for Tofield, Ryley and Holden and for census subdivisions 486 and 487 over a period from 1911 to 1951, as taken from census data for those years. The purpose of this graph is to compare the growth trends of each of the three centers as a measure of their relative importance in the district. The curve for the census subdivision is given for purposes of comparison. The graph is drawn on a logarithmic scale, on which a straight line indicates a constant rate of growth. The steeper the curve, the higher the rate, indicating important trends which are not apparent on a graph drawn to an ordinary arithmetic scale.

The population curve indicates a high initial rate of population growth for the district from 1911 to 1916 accompanied by a corresponding increase in towns, except for Tofield which lost population during this period. From this time until the beginning of World War II, the population continued to increase in both town and district but at a decreasing rate, and with some actual loss of population during the depression.

The population curve for the district indicates that rural population reached its peak about 1936 and then began to fall. This was accompanied by a corresponding but slower rate of increase in towns. The increase in the population of Tofield in the period 1936-46 is considerably less than the corresponding drop in population of the division in which it is located. This would seem to indicate that migration from the rural areas during this period was mainly to larger centers other than Tofield.

In the post-war period, the trend started during the war appears to be continuing; that is, increasing mechanization of farms, reduction of personnel on farms and the reduction in number and increase in size of farms as a result of mechanization. This is the direct cause of the sharp drop in rural population in the five year period and helps explain the corresponding increase in population of incorporated towns and villages during the same period. The populations of Ryley and Holden are increasing at a more rapid rate than that of Tofield.

ANALYSIS OF POPULATION

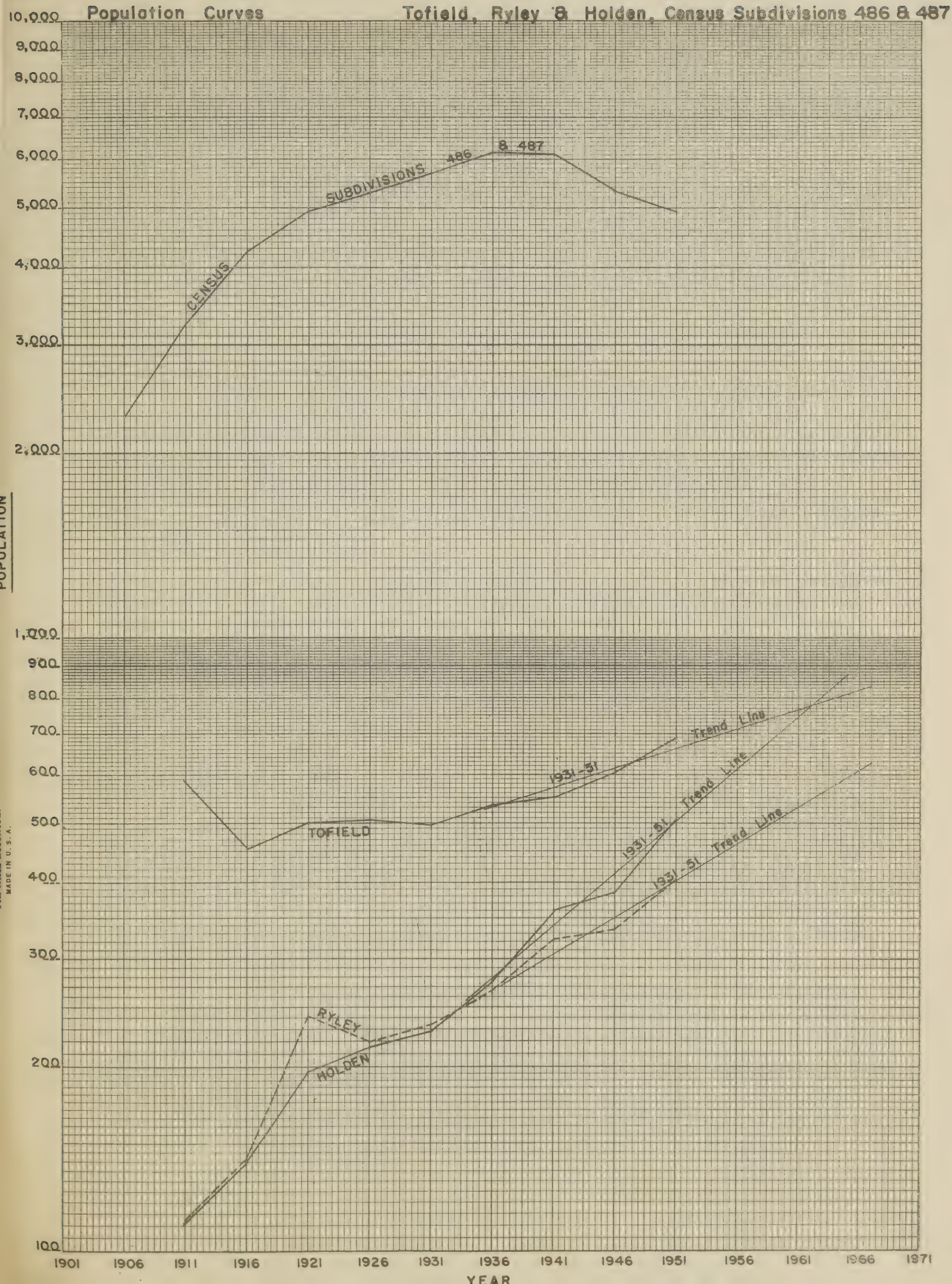
The Census of Canada gives figures on principal origins of population for census subdivisions 486 and 487, and for the three urban centres under consideration.

The figures from Table XI indicate fairly static or declining numbers of British origin (English, Scotch and Irish) and generally also of French and German extraction. On the other hand, the Scandinavian, Ukrainian and Slavic elements are increasing within the district as a whole.

Fig. 5

Population Curves

Tofield, Ryley & Holden, Census Subdivisions 486 & 487



Principal origins are not always a good indication of population trends because of the possibility of fusion between groups. Most differences tend to disappear by the second or third generation so this factor is likely to become even less significant as time goes on.

In the case of Ukrainian and Slavic groups, however, who differ widely in culture and religion from others, there is a tendency for settlement to occur in particular areas. For instance, Holden is the centre of a large Ikraianian and Slavic settlement, and the relatively higher rate of growth in Holden is partly due to the high natural rate of increase of this group. Likewise, Ryley is the centre of a large Scandinavian element which is also increasing. Finally, Tofield contains a predominately British element which is fairly static. This accounts in part for a slower rate of growth in this center.

An important factor in age-group distribution is the tendency of people on retirement to move into the towns from rural areas. Some centres are preferred for this type of migration, as is Ryley which is more centrally located in a good farming area. There is also the counter-movement of people in this group retiring to the city or other parts of the country. In the case of Tofield, the number of older people migrating into town is practically balanced by those moving out to other centers and has no long term affect on the growth of the town.

The factor of immigration can be said to have little long term effect on the population of the area. This is partly due to the policy of bringing in immigrants as part-time workers who do not stay in one place for any length of time. In the case of Tofield, immigration is limited to a few German, Ukrainian and Slavic peoples, mainly members or relatives of families already residing in the area, who have been displaced from their homeland. Barring unforeseen circumstances, the number of these are likely to decrease rather than increase.

FUTURE POPULATION TRENDS

If the present population trends for Tofield, Ryley and Holden should continue, the population of Holden would equal that to Tofield by 1960. However, it is likely that the population curves will tend to level off as immigration from rural areas into towns is further reduced. The present migration from rural areas into towns and villages will continue only so long as there are opportunities in these centers, and there are indications that the three centers in question, Tofield in particular, have reached close to an optimum size in relation to their service areas.

The town of Tofield achieved its initial population peak by 1911. (See Figure 5). After 1911, the town actually lost population and has only recently regained the original 1911 figure. Its fairly well developed physical structure and the majority of its institutions date from this initial period. Projecting the 1931-1951 trend line for the Tofield population curve would give a maximum of 750-800 people by 1960. (See Figure 5). On the basis of this assumption, Tofield has both sufficient space within its boundaries and a sufficient number of institutions to serve this number.

SUMMARY

Population growth and trends are an indication of the relative shifts of population between the district and the urban centres. The initial growth in the district is accompanied by a corresponding increase in towns. During the depression, the increase in towns is relatively slower than that of the district, indicating the greater economic stability of the district as compared to the towns. Finally, during the post-war period, the rural population has declined for economic reasons accompanied by a corresponding increase in towns.

An analysis of population indicates the relative effect of various factors in the growth of the town. Principal origins indicate a more static population element in Tofield than in the other two centers. Principal origins are, however, becoming less significant because of the amount of fusion among groups. Migration into the town from outside areas is practically balanced by the number of people leaving the town to settle in other centers. The factor of immigration has no significant long term effect on the population and is likely to become even less important as time goes on.

The projection of present trends indicates the possible leveling off of population in each of the three centers. It indicates, further, that the population of Holden should equal that of Tofield by 1960. The population of Tofield itself, should stabilize at 750 - 800 for the ten year period, barring unforeseen circumstances.

IV. THE TOWN AND ITS PEOPLE

This chapter reviews the organization and activities of local government in Tofield, and describes some of the social activities within the town. Local government in Tofield is organized in the same general way as in other towns in the Province. The three main agencies are the Town Council, the School Division, and the Hospital District.

TOWN ORGANIZATION AND FINANCES

The Town Council is organized as provided in the Town and Village Act. The routine business of the town is handled by the Secretary-Treasurer, a full time official, who also acts as building inspector. The only other employee is the town utilities superintendent, who is also local constable. He is responsible for the maintenance of town property and streets.

There have been no major public works undertaken in the town for some time, but the practice has been to let this type of work out on a contract basis. Recently, however, the town has negotiated for a second-hand grader to do some necessary work on the streets. Maintenance of law and order in general is handled by the R.C.M.P. who have their headquarters in Ryley.

Early in its history, when the town was little more than a village, natural gas discoveries in the area precipitated a boom. In anticipation of rapid growth, the town borrowed \$118,965.00 over a period from 1908 to 1914 by the issuance of debentures maturing in 10 years with interest rates of from $5\frac{1}{2}\%$ to 7% . The money was mainly borrowed for installation of natural gas, waterworks, industrial sites, fire hall and local improvement. Annual repayments amounted to some \$10,800.00, which with the collapse of the boom, was beyond the ability of the town to repay.

The town acquired title to a large number of lots through non-payment of taxes. On December 31, 1943, there were \$948,876.00 of arrears, of tax owing to the town, of which the greater part (\$703,000.00) were cancelled in 1946. On December 31, 1951, the town still had 615 parcels of land, assessed at only \$39,650.00, with arrears of taxes amounting to \$42,318.00.

In 1917 the town was \$14,548.31 behind in payment of debenture installments, which resulted in a Government Commission in 1921 requiring the town to issue new debentures for those in default with interest at 6% repayable in 10 years. A refunding of the entire debenture debt was consummated in 1925 and another refunding took place in 1940, as a consequence of further defaulting in payment of debentures due in the years 1936 to 1939.

The refunding provided that new debentures in a principal sum of \$89,282.37 be issued and dated October 1, 1935, payable in 40 annual installments of combined principal and interest, with interest at 3% for the first 10 years and 4% for the next 30 years.

56% of the original debenture debt was still outstanding on December 31, 1951, the amount being \$66,753.09. The annual debenture payment is \$4,378.20, which will remain constant until the debentures are fully paid in October 1975. This payment was equivalent to 8 mills on the 1951 total assessment of real property.

A new general assessment came into effect in 1952 which increased the real property assessment to \$616,915.00. This had the effect of requiring only 7 mills to meet annual debenture payments. A further result of the increased assessment has been a lowering of the 1952 total mill rate to 53 mills from 57 mills in 1951.

Tofield's 1952 mill rate compares favourably with other towns and villages throughout the province which are using the 1942 index year of assessment values. The 1952 mill rate in Ryley was 46.5 mills, and in Holden 37.

With debenture payments stabilized, and assuming that the assessment remains constant or increases slightly each year, the future prospects of Tofield would appear to be reasonably bright. The debenture debt does, however, provide a serious handicap to future major improvements in the town, such as the installation of water and sewage systems, at least for some time. The debenture debt at December 31, 1952, was \$65,046.21 which is 10.5% of the 1952 total assessment of real property.

As the Town and Village Act limits the general debenture debt of a town to 20% of its total assessment, Tofield is at the present time within 9.5% of its maximum borrowing power. However, as each year goes by and the debentures are progressively paid off, the borrowing power will become greater. The town could theoretically borrow approximately \$58,600.00 at the present time before reaching the statutory maximum, but it is extremely doubtful in view of their past history of defaulting on payment of debentures that they could borrow such an amount on the open market.

Although it is unfortunate that Tofield is paying, and will have to pay for another 22 years, money for which they have received little benefit, still they have the resources to meet their present obligations, even though they may not be able to take on further commitments at the present time.

HOSPITAL

The Tofield Municipal Hospital was built in 1947 to serve Tofield Municipal Hospital District No. 47 and occupies a somewhat limited 2.9 acre site adjacent to the built up area of the town. This hospital has a total official capacity of 21 beds and has complete surgical and x-ray facilities. It is presently adequate to serve the needs of the district and there is some feeling that the district might be extended to include Ryley and Holden.

A separate board administers the hospital district, which is divided into two wards, with one member being chosen from each ward and one from the town itself.

The hospital is maintained partly by government grant and partly by tax levies both within the town and in the hospital district. The town itself levies a rate of 10 mills for this purpose.

Tofield is also within the Holden Rural Health Unit which visits the local schools once each month.

SCHOOL

The Tofield School District No. 1939 is part of the Holden School Division No. 17. The District School Board is made up of three members, two from the town and one from the country, and it acts in an advisory capacity to the administrative body, which is the Holden School Division with head offices in Holden. In the Town of Tofield the school tax levy amounts to 30 mills, slightly more than half the total mill rate.

In order to accomodate increased enrollment, a new five room school was started in 1951 and opened in January 1952. It is a fine fontemporary structure consisting of five classrooms, a lab and typing room.

The present school handles grades 1 to 12. With the building of the new school, the high school program was extended to include shop, farm and home mechanics, home economics, music and biology. The present enrollment is 290-330 of which approximately half come from rural areas. Due to the shortage of teachers and lack of facilities, three rural schools were closed last year and the students brought into town by bus.

Centralization of the school on one site has resulted in some problems for the town. The present site is located off-centre from the built up area of the town, so that some of the students have over a mile to go to school. The site is adequate for present requirements, but the future program calls for the closing of four or five more country school rooms, thus increasing the enrollment and the demand for space in town.

CHURCHES

There are six religious denominations in the town of Tofield, five of which have a resident minister or leader. All, with the possible exception of the Mennonite group, are active in local affairs, and there is a remarkable degree of cooperation among the different groups. Tofield is predominantly a protestant town.

The Roman Catholic parish consists of some 60 families, most of whom live in the country. The members who live in town are mainly adherents or members of farm families which have established themselves in town. The present church was built in 1928 and is inadequate in size for the growing congregation. The Roman Catholic parish is closely associated with the Greek Catholic which also has a church in town and which has a visiting priest from Holden every month.

The Baptist group is much smaller in size and more recent in origin. The first congregation was established at Kingman, and members of the same families established the present church in Tofield in 1942. This church is the only one supported primarily by townspeople.

The Anglican church was the first established in the area, the oldest member having come into the area around 1896. The majority of the congregation are of British, Scotch or Irish ancestry who settled in the area round about and some of whom have since moved into town. A few new families have come to settle in the town, but the congregation is diminishing as the older families die out or retire to the city or some other centre. Last year five or six families were lost to the parish in this manner.

The Mennonites came into the Tofield area from the Ukraine in 1922 and settled mainly to the north and east of town. Since then a number of families have established themselves in town. At present there are some 60 families of Mennonites in the area, 12 of whom are living in town.

The Mennonites are self-sufficient and associate very little with the other groups in the town. Family ties are also strong, and families are large. Several of these families have established themselves in Block 1 in the eastern part of town where the church is located. There is every indication of a Mennonite settlement starting in this area.

SOCIAL AGENCIES

In Tofield the Community League functions both as a local Board of Trade and as a welfare agency, and is very well supported by local business firms. The League sponsors most of the local activities in the town such as Boy Scouts, Cubs, baseball, curling and hockey. In addition it sponsors the yearly sports day, held on July 1st, which is its major source of revenue. The League was established about 1945 and has since been gaining in size and scope. Its most valuable single contribution was the Tofield Community Hall, a structure seating about 500 people, which is used for a great variety of community functions and for such civic purposes as lectures and conferences. A local theatre society has been organized for the showing of 35 mm films, which are shown in the Community Hall on Fridays and Saturdays of each week. Dances are held in the Hall about once a month with music provided by an outside orchestra.

Generally the town is very sports minded. In summer, the local ball team plays against other towns in the "Gas-line" league. Tennis has recently been revived under the sponsorship of the Community League. In winter, the local hockey team plays in regular league games, and is enthusiastically supported by the younger members of the community, while curling is very popular with the older residents. The pool hall and the two bowling alleys are well supported.

The foremost citizen councils are the local branch of the Canadian Red Cross, and the Home and School Association. Tofield also has a Women's institute and a Women's Institute Library. The latter has a total of some 800 books and is operated by a volunteer librarian.

Foremost among the service clubs, which includes the Masonic Lodge and the Eastern Star, is the local branch of the Canadian Legion. The main event of the season for the Legion is the regular picnic for families of service-men held at nearby Lakeview. The Legion is expending some of its funds to develop the central park on Main Street as a supervised play lot for children.

SUMMARY

This chapter shows that Tofield is an integrating centre for the political and social activities of its immediate surrounding area. It is, in fact, intimately related to the surrounding area in that rural as well as urban people make use of the existing services. This is particularly true of the churches and schools. The trend is for more and more social services to be centralized in the town and this creates a demand for new facilities and expansion of existing facilities.

Generally, Tofield is comparable to both Ryley and Holden as to the number and type of social services which it provides and as to the local nature of these services. However, as has been previously mentioned, each of these centers tends to specialize in a particular function. Tofield, for example, provides hospital services for an area considerably larger than its immediate trade area, including the centres of Ryley and Holden. With the systematic improvement of highways and local roads, the tendency will be for more services to be centralized in the larger towns, which will result in the need for expanded facilities in the towns themselves.

V. LAND AND LAND USE

This chapter presents a brief description of the physical characteristics of the site on which the Town of Tofield is built, and an analysis of the existing use of land within the town, together with a discussion of future requirements. Most of the data is presented in the form of maps, to which these written remarks are supplementary.

THE SITE

Tofield lies in an area of rolling prairie interspersed with clumps of deciduous trees and a mixture of conifers. The slope of the land is generally from the south and west towards Beaverhill Lake. The gradient, however, is very slight, so that the streams are meandering and slow moving, and slight differences in elevation result in the presence of poorly drained areas.

The site of Tofield itself presents no outstanding topographic feature. The maximum difference in elevation between one part of town and another probably does not exceed twenty-five feet, but the differences that do occur have a marked effect on the quality of drainage. A slight ridge, running roughly parallel to the railway right-of-way, has its axis approximately through the southerly end of the school grounds. Between this ridge and the railway, the land forms a shallow trough which has its most depressed end towards the east. This lowest portion is actually a slough bottom, which takes up a portion of southeast corner of the exhibition grounds and extends a considerable distance to the east, as shown on the map of physical features. (Map No. 2).

Thus the drainage within the built-up portion of the town is nearly all naturally directed into the trough, thence easterly to the slough, and then circles south and west between the railway and the highway right-of-way. The drainage crosses the railway again just west of the built up area, and thence flows in a northwesterly direction to Katchemut and Hastings Creek, which eventually flow into Beaverhill Lake.

The portion of the built-up area located on the ridge is sufficiently high that drainage is no particular problem. The remainder of the site, however, which contains most of the built-up area, is located in the trough. Here the surface water tends to stand in pools, particularly during years when the spring run-off is considerable.

LAND USE

The present use of lands within the town is illustrated by the map of existing land use, (Map No.3), and is analysed as to amount and proportion in various uses in Tables XII and XIII of the appendix.

Both map and tables show an extremely high percentage of land which is in agricultural use, or is vacant. Almost 75% of the 1,320 acres within the town boundaries is vacant or agricultural land, or, to put it differently, the town itself occupies only about sixteen percent of the land within its boundaries. Of the 220 acres which forms the built-up area proper, there is again a high proportion which is vacant or in open uses. 34% or 75 acres is actually vacant, and of this the town owns 67 acres. As might be

expected, the figures for land in residential, commercial, and industrial use are rather low in proportion, but the amount of land in streets and lanes (30.8%) is about the usual proportion required in a grid-system layout.

AGRICULTURAL AND VACANT LAND

With the collapse of the initial boom, much of the initially subdivided land went back to the town either as unsold property or in lieu of taxes. Much of this subdivided land has since been cancelled and incorporated into larger parcels for use as farm land, while extensive areas have remained vacant.

All-in-all, over two-thirds of the area within the present town limits is either vacant or unimproved farm land. (See Appendix, Table XII.) This poses a real problem for the town in that it can levy taxes for the most part only on land which is improved. Some property owners within the town boundaries, with holdings of over 20 acres in extent, asked for and got a fixed mill rate of 20 to 24. This was effective until two years ago when the mill rate was increased to 40, thus bringing it approximately into line with that of the Municipal District of Beaver. Since there is no particular advantage to them living in the town, a number of these land owners would prefer going back into the municipal district, but the town is unwilling to relinquish any of its taxable property at present.

RESIDENTIAL LAND

The Land Use Map of Tofield, Map No. 3, indicates a highly dispersed pattern of land use, interspersed by a disproportionate amount of town and privately owned vacant property - 34% of the total subdivided area. (See Appendix, Table XIII).

Information taken from the assessment rolls, for value of property and age and condition of existing usage, does not yield any significant results. In general, the pattern of residential development is undifferentiated in that there appears to be no sub-areas characterized by buildings of a particular age, class or condition. Rather, most of the residential blocks are characterized by an indiscriminate mixture of buildings varying in value, age, and condition. For instance, there are residences dating back before 1920, occupied in most cases by several families. At the opposite end of the scale there are two or three room shacks of more recent origin occupying part of the same blocks. There is even one duplex on a single lot, which is an oddity in that single buildings on single lots are the rule in most towns of a comparable size.

The dispersed nature of residential development is reflected in the haphazard pattern of street and sidewalk improvements. (Map No.4). The town has not levied charges on street and sidewalk improvements in front of properties, so that the condition of improvements has no relation to the value of the lot. As a result, improvements have been made for the most part only in blocks which are solidly built-up; whereas in blocks characterized by dispersed residential development there are often no street or sidewalk improvements.

COMMERCIAL LAND

The Land Use Map indicates that intensive commercial development is limited to the portion of Main Street between First Avenue and Fourth Avenue and Second and Third Avenues adjacent to Main Street. As in the case of residential areas, commercial properties are interspersed by vacant properties or those occupied by some other usage, so that the pattern of development is not uniform. Table II indicates that the total area in actual commercial usage at the present time is only 4.7 acres or 2.1% of the total subdivided area, which is considerably below the average for towns of a comparable size and population.

Mixed development of various types has resulted in a number of problems, not the least of which is the fire hazard involved.

The main problem as far as the commercial area is concerned is the unregulated mixture of usages along Main Street. Several service stations and garages as well as one lumber yard all front on this street. This has had an effect on fire insurance rates, which depend not only on the use to which the building is put and its type of construction, but also upon the exposure of adjacent buildings. Experience has shown that premium rates on high-hazard uses such as service stations, fuel distributors, etc. decrease considerably with distance of separation from other uses.

In 1929 the whole east side of Main Street, from the hotel north, was destroyed by fire. In 1935 a portion of the west side of the street was also destroyed by fire and remained vacant until about 1942. After the first fire the town amended its building by-law to require two storey fire-resistant construction along Main Street. In 1935, however, this regulation was relaxed to allow for less expensive one-storey construction in order to encourage new businesses to locate in the town.

INDUSTRIAL LAND

The only major industry of note in the Tofield area is coal mining, which is not so important to the town as it formerly was. The shortages of services, particularly that of a supply of good water, plus the distance from market, is responsible for the fact that no industries of any size have established themselves in the Tofield area. Those that do exist are of a local character, serving a limited area.

The Land Use Map indicates a number of widely separated industrial usages within the central area. These are not of a noxious type, so that their presence within a commercial area is not necessarily undesirable.

The most important local industry is the creamery, which is isolated from other industrial uses and occupies a restricted site not serviced by the town. The only two other local industries are located in a triangular strip of land north of the railroad property to the east of the built-up area. These are a propane distributing station and a small slaughter house. Their location in relationship to the town proper is good, since prevailing winds take away any fumes or odours from the town proper.

The Northwestern Utilities office and warehouse building occupies a parcel of land adjacent to the highway, south of the present industrial area.

PUBLIC OPEN SPACE

The Town of Tofield is well provided with public open space in the exhibition grounds, which contain some 35 acres. The grounds contain a racetrack, a ball diamond, and the usual fairground facilities. This space is well located within the built-up area, and is accessible from any part of the central area. However, a considerable portion of the grounds is at present undeveloped. Part of it is low-lying and poorly drained, (See map 2, Physical Features), and part of the southwest corner is but off by the unregistered extension of Second Avenue across the site.

The town owns a small park adjacent to Main Street between Fourth and Fifth Avenues. All that exists on the site at present is a small enclosed memorial plot and cairn which was built in 1939 and is generally well kept. The rest of the plot is vacant and unimproved with a light cover of small trees. The Legion has started to convert this into a supervised playout for children.

PUBLIC AND QUASI-PUBLIC BUILDINGS.

The Post Office, built in 1942, is a one storey frame and stucco building situated in grounds which are well kept but somewhat restricted in area. At present, the adjoining vacant lot is used for the storage of farm equipment. This lot might well be included within the post office site.

The other public building of note is the Town Hall. It is a frame and stucco building located directly behind the post office. It houses the municipal offices, council chamber, police office and fire fighting equipment. The post office and town hall are similar in character and both appear to be well located in relation to the central area.

The Alberta Government Telephones building is located half a block north of the post office on Main Street. It is a small frame and stucco bungalow situated in improved grounds.

In addition to the buildings mentioned above, there are a number of quasi-public buildings scattered throughout the built-up area. The most notable of these is the community hall, which was mentioned in the previous section. Because of the nature of its use, it requires an accessible location, but its present location is somewhat unfortunate in that it tends to split the commercial area, and its character is at variance with that of the commercial development to the south of it.

Other quasi-public institutions of note in Tofield are the churches, of which there are six serving an equal number of congregations. Five of these, namely Roman Catholic, Greek Catholic, United, Anglican, and Baptist are located in fairly close proximity in the area which contains the older established residences. For the most part, the character of these institutions is well established and not likely to change appreciably.

SCHOOL AND SCHOOL SITE

The situation arising out of centralization of the district schools is causing a land use problem. The question arises as to whether or not the extra space required to take care of centralization should be provided in a separate school building more centrally located in relation to the

people using the school, or whether the present school site should be extended. The School Board favours the latter alternative, since the present five room school was designed to allow for extension at a later date and the existing site has sufficient area to take care of this extension. Also, by complete centralization on one site, facilities such as an auditorium-gymnasium which the present school now lacks, could be provided. In the event that the present school is extended, the Board would have to acquire more land in addition to the present site, for extra playground space. The best land available is located on the opposite side of the street south of the present school. Further reference to the school site in relation to existing traffic routes is made in a later section of this report.

SUMMARY

Land Use in Tofield, as in other towns of comparable size, has developed in accordance with a rigid grid pattern of streets and blocks. This pattern was laid out in relation to the railway, without any particular regard for surface features or present or future land use needs. Commercial development has occurred on Main Street which runs at right angles to the railway, and on the major cross streets where these intersect with Main Street. Residential development has occurred generally in the remainder of the blocks not pre-empted for commercial or industrial uses.

There is no clear demarcation of land use areas. There is rather an indiscriminate mixture of residential, commercial and industrial uses in the same blocks, interspersed with public and privately owned vacant properties. This has resulted in a number of problems for the town, particularly in the provision and coordination of utilities and services.

Public and quasi-public buildings and institutions are scattered throughout the central area, although there is some tendency towards grouping of institutions within the areas which they serve. The public buildings are centrally located and the churches are for the most part grouped within the older established residential area.

Finally, the land use pattern is undergoing expansion and change. This expansion is tending to take place by the infilling of vacant properties in existing blocks rather than by the physical extension of use areas. The effect has been to maintain the relative proportions of various uses while increasing the percentage of occupied properties over that of vacant properties within the built-up area.

VI. STREETS, SERVICES, AND TRAFFIC

This chapter describes the present state of street and sidewalk improvement in the Town of Tofield, the local and through traffic flow within the built-up area, and existing services. The material here presented should be studied in conjunction with Map No.4 and Map No.5.

STREET SYSTEM

Tofield has a street plan much in common with other towns laid out in relation to the railway. It consists of a grid pattern of streets and rectangular blocks orientated with their long axes parallel to the railway line. The main traffic arteries are Main Street and Second Avenue, each 80 feet wide, and focusing in front of the railway station.

The grid has been re-oriented north of Cookson Avenue and east of the range road so that in this area the lots and blocks are squared with the section line rather than the railway. Where the two grids join, intersections are awkward and some waste of land has occurred.

Table XIII of the Appendix indicates the percentage of the total subdivided area dedicated to streets and lanes in the original grid plan. In actuality, however, many of these streets and lanes are unopened at the present time. The figure of 30.8% is not an indication of the proportion of actual streets and lanes to existing land use areas, but an indication of the ultimate area which would be taken up by streets and lanes once the subdivided areas were totally built-up.

TRAFFIC CIRCULATION

From a traffic standpoint, the highway cutoff to the south has an important effect on the internal traffic circulation of the town. Highway 14 is a main route from Edmonton to Wainwright and is carrying an increasingly heavy load of traffic. This highway passes through the southern limits of town and the two links connecting it to the town proper are indirect and poorly maintained. The railway crossings are likewise difficult and even dangerous. Local and through traffic converges on Main Street via Second Avenue, making this a very busy intersection.

Northbound through traffic is routed along Main Street and from these to the range road via Cookson Avenue. This traffic is a distinct hazard to children having to cross Cookson Avenue to go to school. The range road itself is an important link between Highways 14 and 16. It is the feeling locally that in view of the amount of through traffic, this road should be declared a district highway and maintained jointly by the Province and the municipality. This road could then be expected to carry an even heavier load of traffic than it does at present.

In addition to the local and through traffic already mentioned, there is considerable local and truck traffic to and from the creamery via the extension of Second and Third Avenues, much of which is directed through the downtown area.

PARKING

Parking along the major streets, Main Street and First and Second Avenues, is restricted by the use of these as main through traffic arteries. There is no provision for off-street parking, although there are a large number of vacant lots which are at present used mainly for storage of farm machinery, but which could be used for this purpose.

STREETS AND SERVICES

The Town of Tofield is deficient in improved streets and sidewalks. The Economic Survey of the Industrial Development Branch lists one and one-half miles of gravelled streets in Tofield. With the exception of Main Street, however, the gravel is not very much in evidence. The streets in general are not properly graded and in wet weather water collects and produces a virtually impassable quagmire. The same is true of the lanes.

There are concrete sidewalks on each side of Main Street only between First Avenue and Fourth Avenue. There are a limited number of asphalt sidewalks on the cross streets adjacent to Main Street, and there are also a few board sidewalks which are generally in a state of poor repair.

The condition of the streets and sidewalks is reflected in the value of property fronting on these streets, and it would seem that street improvement would help to enhance the value of property within the Town. The most pressing need is for grading and surfacing of streets adjacent to the town center. The Town has already made a step in this direction with the purchase of a grader for the improving of local roads.

Sewer and water services are not provided within the town. While water is taken from a number of wells in the town, the supply is inadequate, and it is unsuitable for drinking as it contains a high content of Glauber's salts. Drinking water is brought in by tank car and a charge is made for delivery. Of the chief buildings in the town, only the hotel has its own water system and cesspool. Its water supply is also insufficient for its present needs.

In regard to the provision of water and sewer services, however, the town has one hidden asset. As a result of the 1910 boom, an 8 inch cast iron water line was laid along the west side of Main Street, starting opposite the hotel on First Street, north to Cookson Avenue, and thence east to a point directly opposite the school building. A recent survey revealed the line to be in good shape and plans are under way to incorporate it in a new system.

The town council has recently engaged a consulting engineer, to advise on the possibility of locating a dam west of the town to catch some of the spring runoff from Katchemut and Hastings Creeks in order to provide fresh water for the town, and to survey a water and sewer system using the old line.

Natural gas, and electric light and power are supplied to all parts of the town.

SUMMARY

Tofield has a street pattern, based on the grid, in common with most towns laid out in relation to the railway. Awkward intersections and wasteful use of land is occasioned by reorientation of streets and blocks on the edge of the subdivided area along section and quarter lines rather than the railway.

Traffic circulation is influenced by the location of the highway cutoff to the south of the built-up area. All through traffic on the range road is directed into the town creating traffic congestion on Main St. Added to this is local and service traffic originating in the town itself and its surrounding area.

Parking on the major traffic streets is restricted by the use of these as main traffic arteries. There is no provision made for off-street parking space.

The town is deficient in improved streets and sidewalks. The lack of these services is reflected in the low value of some properties facing on these streets. The problem is most acute in the central area.

The town of Tofield has natural gas and power services. Sewer and water, however, is lacking. The main problem is the lack of a sufficient supply of fresh water for drinking purposes.

VII. STATEMENT OF THE PROBLEMS

It has been noted that the Town of Tofield developed as a secondary market center and has become similar in size and function to Ryley and Holden although each of these three places has a significant function not found in the other two. If one of these towns should develop into a larger primary trading center, the economic and social activities of the two remaining towns would probably become quite stationary or even decline. It would appear therefore that the basic problem in the future growth of Tofield is the necessity that development of the services which the town offers to the surrounding agricultural area must at least equal the developments in Ryley and Holden in order that the equilibrium among the three market centers be maintained.

If the very general objective of improving and expanding the functions of Tofield as a trading and social center is to be achieved in an orderly and economical manner, there are several specific problems of physical development within the local area which must be solved. These may be summarized as follows:-

1. Land Use - The highly dispersed pattern of land use and the mixture of uses make the provision of services very difficult in Tofield. There is need for adequate zoning which will enable the town to regulate land use by delimiting districts in which a single kind of land use will predominate.
2. Water and Sewer Systems - The present sources of water are inadequate for all the urban needs and the quality of the water makes it unsuitable for domestic use. The town is in need of a distribution system based on an adequate water supply. The low-lying position of much of the built up part of Tofield gives rise to serious problems of drainage and waste disposal.
3. Streets - The present deteriorated condition of the streets is related to the inadequate drainage of the urban area. Grading and the application of surfacing have not lasting effect when the land is not well drained.
4. Traffic and Parking - There is traffic congestion in the central commercial area because the relatively heavy north-south traffic flow passes directly through this area. In addition, there is insufficient parking space in the central area.

Traffic passing the school grounds creates a dangerous situation for the pupils who must cross this route going to and from the school. The question of providing additional school grounds is complicated by this fact.
5. Finances - Behind the above problems of physical development, and related to them, is the matter of Tofield's financial resources. The town has a very large debenture debt which makes it quite difficult to undertake any major public improvements. Consequently the timing of necessary development constitutes the most important single planning problem.

The General Plan presented in this report suggests some solutions to these problems and outlines a program for planning action. The implementation of the various part of the plan will require further study and the preparation of detailed plans.

VIII. THE GENERAL PLAN

I. PLANNING PROPOSALS

The general plan proposed for the Town of Tofield contains two groups of proposals for development of the local area:

1. The land use proposals suggest the location and amount of land to be devoted to various uses and the division of the built-up area of the town into zones in which different types of uses may be regulated by means of a zoning and building by-law. This portion of the general plan is chiefly permissive or regulatory in nature.
2. The proposals relating to services, streets and traffic suggest positive planning measures which are to be undertaken by the town.

A. PROPOSED LAND USE PLAN

The existing land use pattern determines to some extent the pattern of future development. The present pattern is characterized by highly dispersed development and an intermixture of uses. On the basis of economical use of already subdivided land, future development should continue in blocks already partially built-up. This would facilitate street improvements and the provision of necessary services.

1. Residential Uses - The Land Use Map shows residential development as having occurred in some seventeen blocks interspersed with other types of use and a large amount of vacant property both town owned and privately owned. For the most part there is an indiscriminate mixture of buildings of varying age and condition. However, there appears to be generally a better class of dwelling north of Fourth Avenue and east of Main Street. This area is well located in respect to the existing institutions and is therefore preferred as a Class I residential area. Enforcement of building regulations would prevent the erection or moving in of sub-standard buildings and would serve to maintain the existing character of the area.

The residential blocks west and east of the above-mentioned area are, for the most part, vacant. These should be held from development of any kind until such time as the existing residential blocks are fully occupied.

The areas lying east and west of the school grounds and north of Cookson Avenue lack proper streets and services since they are located at some distance from the main urban area. These areas should be held from future development until such time as the intervening space is well built-up.

The location of the school in relation to the built-up area of the town has been discussed elsewhere in this report. The expected population of Tofield does not appear to justify a second school site, but additional space will be required at the present site. It is desirable that such expansion should occur in the direction of the built-up area, utilizing some of the vacant town owned land immediately south of Cookman Avenue. This would require a rerouting of the traffic flow and is discussed further in the section on proposals relating to traffic.

2. Commercial Uses - At present there is scattered commercial development in blocks 6, 7, 10, 11, 14 and 15 as shown on the Land Use Map and the Reference Map. These blocks contain an indiscriminate mixture of uses, residential and industrial as well as commercial. Intensive commercial development should be limited to the blocks fronting on Main Street between First and Fourth Avenues, the north halves of Blocks 6 and 7, Block 11, and the south halves of Blocks 10 and 14. (See Map No. 7 Proposed Land Use). This establishes the focus of the commercial area at the junction of Second Avenue and Main Street. However, logical commercial development in the above mentioned blocks is restricted by some existing residential use. These will have to remain at present as non-conforming uses to be replaced in time by commercial uses.

A distinction should be made between Class I and Class II commercial uses. These are presently allowed to occur side by side in Toffield. For instance, an ordinary service station together with automotive parts and accessories would be a permissible use in a Class I commercial zone, whereas a garage or bulk fuel station would not. The latter is a distinct fire hazard requiring to be separated from other uses in a separate Class II commercial zone. In this zone such uses as lumber yards and other light industrial uses are permitted. The parking of trucks and the storage of farm machinery uses which are presently scattered throughout the commercial area, would also be permitted.

In the proposed Land Use plan, blocks 5, 6, 7 and 8, except for the portions of blocks 6 and 7 fronting on Main Street, are zoned, together with parcels 1 to 4 adjacent to the railway right-of-way, as Class II Commercial.

3. Industrial Uses - In addition to the Class II commercial district in which industrial uses are permitted, it is proposed to zone certain areas as an industrial district.

There is a limited demand for industrial space adjacent to railway trackage. The area adjacent to the railway spur southeast of the built-up area is ideally suited to this purpose. This area could not develop as an industrial area because of poor drainage and lack of necessary services. These disadvantages could be overcome if and when the need arises, and so it is proposed to zone this area for industrial use.

4. Zoning Regulations - The distribution of Land use to be achieved by the general plan is shown on the Proposed Land Use Map. A zoning by-law designed to foster such a land use pattern would set out several districts within the municipal limits of Toffield:

1. a residential district which would include those areas shown in residential and public use on Map No. 6. It is suggested that there be a division into Class I Residential and Class II Residential subdistricts, the division being based on differences in the minimum bulk or floor area of dwellings permitted by the building regulations;
2. two commercial districts which would comprise the areas shown on the Proposed Land Use Map as "Commercial Class I" and

"Commercial Class II" respectively;

3. an industrial district which would contain the land shown in industrial use and that shown as railway land;
4. an agricultural district which would include the land indicated as being in agricultural use.

B. PROPOSED PUBLIC IMPROVEMENTS

1. Utilities - The installation of water and sewer systems is the major public improvement which should be taken by the Town of Tofield. However, the financial position of the town does not appear to permit such action at the present time. When the provision of these services becomes financially possible, there must be further detailed studies made.

There are no definite proposals made in the report as to the layout and general design of these services, although it is suggested that the water and sewer lines should, if possible, extend the length of Main Street and branch off along the side streets from First Avenue at least as far north as Fourth or Fifth Avenues.

2. Through Traffic - There is fairly heavy traffic passing through the town from Highway 14 to the north-south range road which leads to Highway 16. At present all this traffic is funneled through the commercial area via Second Avenue, Main Street and Cookson Avenue.

The solution proposed in this report is to reroute through traffic from Main Street onto one or more secondary streets parallel to Main Street. These secondary through traffic streets would by-pass the commercial center while passing adjacent to it. Two such through traffic routes are proposed:

1. The first route would start at the westerly link with Highway 14, continue northward along Queen Street, across Cookson Avenue to Morton Avenue, and from there eastward to the road leading northward to Highway 16. (See Map No. 7 Proposed Traffic Routes).
2. The second route would start at the easterly link with Highway 14, continue northward along the range road to the correction line, along the unregistered extension of Second Avenue to Dominion Street, and north along Dominion Street approximately to Eighth Avenue, and then eastward to the intersection of Cookson Avenue and the range road. (See Map No. 7 Proposed Traffic Routes).

Figure 6 shows a portion of the proposed through traffic route in the vicinity of the school site. A portion of Cookson Avenue is shown cancelled and added to the school site along with Block 53 and the north half of Block 31. School bus traffic would pass north of the school site along Morton Avenue.

3. Local Traffic - At present most local traffic enters Main Street from Second Avenue or Cookson Avenue, making the intersection of

Main Street and Second Avenue the focal point of traffic. The creamery's location west of the built-up part of town results in a relatively large amount of traffic travelling on Third Avenue past the hospital. To correct this undesirable condition it is proposed to extend First Avenue westward to the range road and to close Third Avenue west of the hospital.

4. Parking - The use of Main Street and Second Avenue as through traffic routes, and the absence of proper parking signs and markings, have created a parking problem in Tofield.

If through traffic is removed to other streets as proposed above, the eighty foot width of Main Street would be sufficient to allow diagonal parking on both sides of the street. Such parking should be confined to the main commercial area, and the frontage along which diagonal parking is permitted should be clearly indicated by signs. Elsewhere there should be parallel parking.

This arrangement will probably take care of the parking need of Tofield without providing off-street parking.

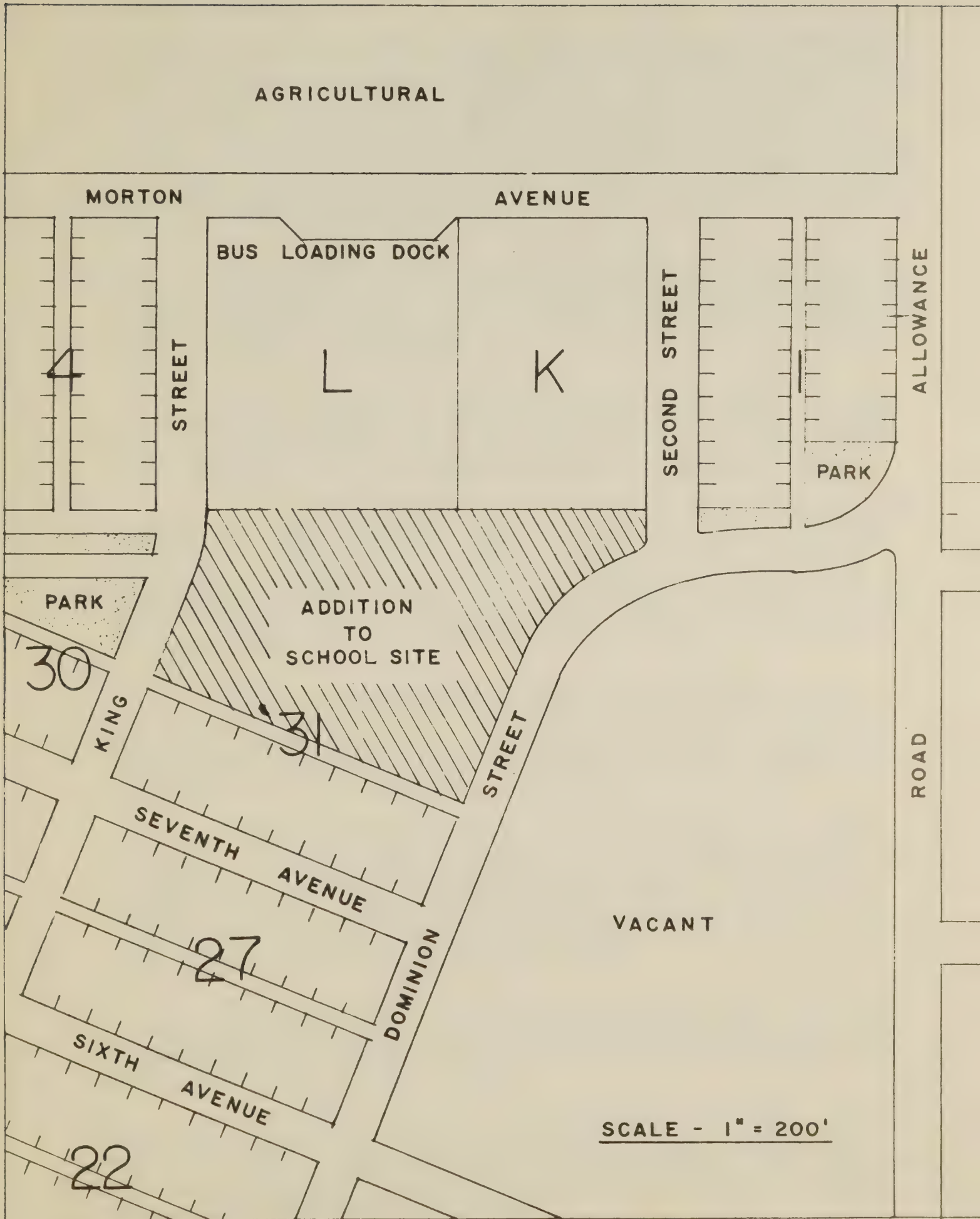
5. Local Streets - All local streets in Tofield need to be improved, especially those in and adjacent to the central area. Here the aspect of timing is important. Actual work on streets should await the extension of water and sewer systems. The street improvement program should begin with Main Street and Cookson Avenue and extend out from these as other services are provided. (See Map No. 8).

In regard to the character of existing streets, a differentiation should be made in the treatment of Main Street according to the type of use which occurs along it. At present Main Street above Fourth Avenue is narrower in width, in keeping with a reduced traffic load. This has been brought about by the introduction of boulevard strips adjoining the fronting properties. In a similar manner Cookson Avenue, which is eighty feet wide and has no fronting properties, could be developed as a desirable residential street between Queen Street and the school by the introduction of a central boulevard strip as shown. (Fig. No. 6)

Treatment of streets in this manner would have the effect of discouraging through traffic while adding to the residential character of the areas through which they pass.

6. Sidewalks - At the present time there is a haphazard arrangement of several kinds of sidewalk built in separated and scattered parts of town. It is proposed that the present portions of concrete sidewalk be extended to include the whole frontage along either side of the most southerly three blocks of Main Street. Asphalt or wooden sidewalks should be constructed along the other streets so that in time this convenience extends to all of the occupied area of the town. The map of Proposed Streets and Services indicates the system of sidewalks being proposed.

Fig. 6



ADDITION TO SCHOOL SIT

II. PLANNING PROGRAM

If the objectives of orderly, economical and convenient development are to be achieved, consideration must be given to the timing of the development proposed in the general plan. It is the relative timing that is significant in scheduling planning projects. When, for example, the plan proposes to close a section of street comprising part of a through traffic route, it is necessary that a new route be opened before the old one is closed. Similarly, when one project is dependent upon the completion of another, the former must of necessity be scheduled for a later period than the latter.

At the present time the planning program can only be given in outline form. Specific details will need to be added as time progresses. As each successive proposal comes up for action it should be the subject of further study. The remainder of the program can then be clarified, and, if necessary, reorganized.

On the other hand, the proposals concerning residential land use suggest that certain town owned property be withheld from development until vacant land closer to the center of town has been occupied. Such a policy is purely regulatory and can be inaugurated at once.

A zoning and building by-law is also a regulatory measure and need not be delayed until the town's financial position has improved. The control of dispersed development and the maintenance of minimum building standards are the most important planning measures that can be accomplished at once, and the enactment of a zoning and building by-law should be one of the first actions undertaken by the town to implement the general plan.

Such a zoning and building by-law will be set out on the basis of the present system of streets and blocks. Certain changes in the street system are proposed in the plan, and when such changes are brought about, it will be necessary to make some slight amendments to the by-law and to the zoning maps which are part of the by-law.

Certain public improvements can be scheduled for the immediate future. Money is spent from time to time to construct sections of sidewalks. Such construction should henceforth be carried out in accordance with the proposals suggested in this report. It should be possible within a reasonably short time to complete the concrete sidewalks in the central business area and to provide other kinds of sidewalks to much of the occupied residential area.

The other major proposals are dependent upon the construction of water and sewer systems. Good streets cannot be maintained as long as the land is ill-drained, so that the street improvement program must await completion of the sewer system.

In addition to general street improvement, proposals regarding streets include the matter of changing the through traffic route. The two new routes suggested cannot be established until after utilities are in and the streets involved have been improved to the point where they can carry more than local traffic.

The proposed changes in the through traffic route also involves a decision on the location of an addition to the school site. This matter will have to be dealt with at the same time that consideration is given to the new through traffic routes.

The Council should review annually the projects on the plan to be undertaken as part of the public works program for the year. In doing this, the Council must take into account the estimated revenue and expenditures for the year and must also review other planned public improvements and expenditures to ensure that no proposed works are contrary or otherwise prejudicial to the plan. Only in this way can planning become an integral and active part of the local administrative machinery. If this is not done, there is clearly a danger that the plan will remain only a paper plan.

APPENDIX

TABLE I

CENSUS SUBDIVISION NO. 486: AREA OF OCCUPIED FARMLAND, IMPROVED LAND, AND UNIMPROVED LAND

Year	1936	1946
Area of Occupied Farmland	207,795 Ac.	200,132 Ac.
Total Improved Land	119,928 Ac.	124,284 Ac.
Field Crops	83,910 Ac.	87,296 Ac.
Fallow	32,114 Ac.	30,537 Ac.
Pasture	2,612 Ac.	4,641 Ac.
Idle	178 Ac.	1,810 Ac.
Total Unimproved Land	87,867 Ac.	75,848 Ac.
Woodland	26,745 Ac.	11,209 Ac.
Prairie or Natural Pasture	49,942 Ac.	60,568 Ac.
Marsh or Waste	11,180 Ac.	4,071 Ac.

TABLE II

CENSUS SUBDIVISION NO. 487: AREA OF OCCUPIED FARMLAND, IMPROVED LAND, AND UNIMPROVED LAND

Year	1936	1946
Area of Occupied Farmland	157,390 Ac.	222,437 Ac.
Total Improved Land	76,018 Ac.	93,067 Ac.
Field Crops	56,169 Ac.	61,732 Ac.
Fallow	15,002 Ac.	22,443 Ac.
Pasture	2,496 Ac.	5,857 Ac.
Idle	1,349 Ac.	3,035 Ac.
Total Unimproved Land	81,372 Ac.	129,370 Ac.
Woodland	27,892 Ac.	7,865 Ac.
Prairie or Natural Pasture	43,218 Ac.	115,985 Ac.
Marsh or Waste	10,262 Ac.	5,520 Ac.

TABLE III

CENSUS SUBDIVISION NO. 486: ACREAGE OF FIELD CROPS

Year	1936	1946
Wheat	41,755 Ac.	40,039 Ac.
Barley	4,076 Ac.	11,866 Ac.
Oats	35,308 Ac.	29,994 Ac.
Rye	98 Ac.	80 Ac.
Other Grains	10 Ac.	-- Ac.
Cultivated Hay	966 Ac.	3,195 Ac.
Other Fodder Crops	1,550 Ac.	1,843 Ac.
Potatoes	147 Ac.	175 Ac.
Other Field Roots	---	11 Ac.
TOTAL ACREAGE OF FIELD CROPS	83,910 Ac.	87,203 Ac.

TABLE IV

CENSUS SUBDIVISION NO. 487: ACREAGES OF FIELD CROPS

Year	1936	1946
Wheat	21,121 Ac.	18,688 Ac.
Barley	7,774 Ac.	15,738 Ac.
Oats	22,814 Ac.	20,353 Ac.
Rye	43 Ac.	79 Ac.
Other Grains	52 Ac.	15 Ac.
Cultivated Hay	2,078 Ac.	5,095 Ac.
Other Fodder Crops	2,132 Ac.	1,488 Ac.
Potatoes	140 Ac.	139 Ac.
Other Field Roots	7 Ac.	2 Ac.
TOTAL ACREAGE OF FIELD CROPS	56,162 Ac.	61,597 Ac.

TABLE V		
CENSUS SUBDIVISION NO. 486: NUMBER OF DOMESTIC ANIMALS		
Year	1936	1946
Horses	4,733	3,304
Cows Milked	3,569	4,728
Other Cattle	5,290	6,181
Sheep	1,299	179
Swine	8,277	7,322
Hens and Chickens	56,563	84,804
Other Poultry	5,970	8,429

TABLE VI		
CENSUS SUBDIVISION NO. 487: NUMBER OF DOMESTIC ANIMALS		
Year	1936	1946
Horses	3,782	3,167
Cows Milked	4,159	4,749
Other Cattle	6,443	7,766
Sheep	3,461	3,921
Swine	7,317	7,323
Hens and Chickens	50,525	81,958
Other Poultry	4,444	5,249

TABLE VII		
CENSUS SUBDIVISION NO. 486: FARM POPULATION		
Year	1936	1946
Total Rural Population	3,168	2,678
Farm Population	2,889	2,415
Owner Operators	446	405
Farm Managers	1	3
Tenant Operators	128	106
Part Owner, Part Tenant	91	114
Total Farm Workers	1,625	811
Members of Family	952	721
Permanent Employees	43	26
Temporary Employees	630	60

TABLE VIII		
CENSUS SUBDIVISION NO. 487: FARM POPULATION		
Year	1936	1946
Total Rural Population	2,936	2,629
Farm Population	2,744	2,441
Owner Operators	454	407
Farm Managers	2	5
Tenant Operators	84	114
Part Owner, Part Tenant	69	132
Total Farm Workers	1,348	901
Members of Family	890	818
Permanent Employees	51	30
Temporary Employees	407	53



TABLE IX

CENSUS SUBDIVISION NO. 486: SIZE AND NUMBER OF FARM UNITS

Year	1936	1946
1-50 Acres	6	7
51-100 Acres	9	18
101-200 Acres	271	207
201-299 Acres	24	48
300-479 Acres	226	230
480-639 Acres	62	63
640- Acres	68	55
TOTAL NUMBER OF FARM SITES	666	628

TABLE X

CENSUS SUBDIVISION NO. 487: SIZE AND NUMBER OF FARM UNITS

Year	1936	1946
1-50 Acres	17	30
51-100 Acres	16	14
101-200 Acres	316	263
201-299 Acres	40	44
300-479 Acres	144	192
480-639 Acres	46	71
640- Acres	30	44
TOTAL NUMBER OF FARM UNITS	609	658

TABLE XI - PRINCIPAL ORIGINS OF POPULATION

ORIGIN	Census Subdivisions				Towns					
	No. 486		No. 487		Tofield		Ryley		Holden	
	1936	1941	1936	1941	1936	1941	1936	1941	1936	1941
BRITISH	497	408	1128	1073	317	310	108	122	103	122
FRENCH	4	29	60	53	33	19	2	6	10	15
GERMAN	509	313	492	276	32	27	19	8	20	17
POLISH	537	395	83	71	27	22	4	10	10	21
SCANDINAVIAN	555	481	877	896	37	47	130	150	48	58
UKRAINIAN	1010	1323	87	161	62	83	-	10	62	110
RUSSIAN	23	30	32	48	9	-	-	-	-	-
OTHERS	33	115	177	418	27	43	5	17	20	18
TOTAL	3168	3094	2936	2996	544	551	268	323	273	361

TABLE XII

MAJOR USE AREAS

Type of Use	Area (Acres)	% of Total Area
Built-up Area of Town	220.6	16.7%
Railroad Property	48.4	3.7%
Residential (outside of built-up area)	16.3	1.2%
Industrial and Other Uses	11.9	.9%
Vacant Property	101.1	7.6%
Roads (exclusive of built- up area)	49.4	3.8%
Agriculture	872.3	66.1%
TOTAL	1320.0	100.0%

TABLE XIII

LAND USE IN BUILT-UP AREA

Type of Use	Area (Acres)	% of Total Area
Residential	21.6	9.8%
Commercial	4.7	2.1%
Industrial	4.2	1.9%
Public and Quasi-Public		
Administrative (2.3 ac.)		
Churches (2.6 ac.)		
Hospital (2.0 ac.)		
Schools (6.2 ac.)		
Recreational (1.5 ac.)		
Parks and Exhibition Gr. (32.6 ac.)	47.2	21.4%
Streets & Lanes (Projected)	67.8	30.8%
Vacant Land		
Town Owned (67.5 ac.)		
Private (7.6 ac.)	75.1	34.0%
TOTAL	220.6	100.0%

